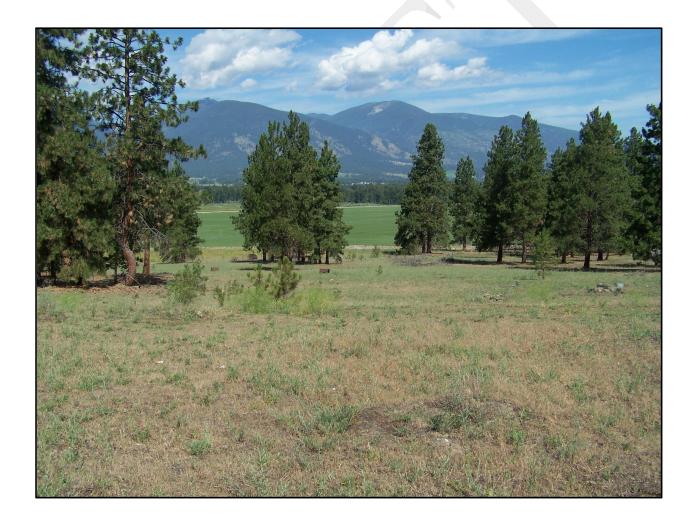


Community Planning Committee Reference Manual

Prepared by the Ravalli County Planning Department – March 2007



Introduction

When considering planning and zoning issues, it is tempting to start discussing substantive issues almost immediately. Growth, land use, and planning/zoning related issues have been at the forefront of the media in the Bitterroot for years. In a nutshell, citizens are ready to begin the process of zoning in Ravalli County. However, if people do not agree upon the basic structure of the conversation, the ground rules by which each participant can trust and abide by, and the ultimate process their planning activities will follow, it is quite likely that they will get muddled in procedural disputes in the midst of deliberations.

Ravalli County's citizens recognize that good planning cannot occur without their input. For this reason, the Ravalli County Planning Department has formed a Community Planning Committee (CPC) in each of the County's seven school districts. This manual is designed for the Community Planning Committee in Ravalli County. It is to be used as guidance and as a reference for each CPC.

The Planning Department has here laid out a suggested process for CPC's to tackle the efforts in front of them – namely, learning about zoning and helping to create a zoning map for their Planning Area that will be utilized as part of the Countywide zoning map. This manual does provide guidance, but we expect that each group may tailor some items to better fit their needs.

The involvement and participation by the citizens of Ravalli County in this process is critical. Countywide zoning should reflect the values and interests of the citizens of Ravalli County – from Lost Trail to Chief Looking Glass. Without the support and commitment of those citizens, the project will be less than a success.

Contents

This manual provides the following:

- Ground Rules for meetings
- Workplan Design and Methodology
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- Designing Meetings
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- Public comment tracker

Ground Rules Governing Behavior

- 1. **Only one person will speak at a time** and no one will interrupt when another person is speaking
- 2. Each person will **express his or her own views** rather than speaking for others at the table and not attribute motives to others
- 3. Each person will **avoid grandstanding** (extended comments and questions) in order to allow everyone a fair chance to speak and to contribute.
- 4. **No one will make personal attacks.** If a personal attack is made, the meeting facilitator will ask the participants to maintain a civil and respectful dialogue. If personal attacks continue, the meeting facilitator should ask the group to take a break to cool off.
- 5. Each person will make every effort to **stay on track with the agenda** and to move the deliberations forward.
- 6. Each person should **focus on the merits of issues** and arguments, seeking to understand one another's positions, underlying interests, and technical, legal and other arguments. Clarifying questions and those seeking understanding are encouraged while rhetorical and argumentative questions are discouraged.
- 7. Each person will seek to employ a "**no surprises**" rule, keeping each other informed early and often about issues, concerns, and changes in views and positions.
- 8. Each person will seek to **identify areas of common ground** where possible, without glossing over or minimizing legitimate disagreements.
- Each person reserves the right to disagree with any proposal, and assumes a
 responsibility to offer an alternate proposal that seeks to accommodate his/her
 interest and the interests of others.
- 10. Each person will seek to abide by the ground rules.
- 11. Each person must be committed to implementing agreements that are reached.

^{***}It is recommended that participants be asked to verbally agree to and abide by the ground rules before the start of each meeting. Alternatively, this list can be printed and each participant could be asked to sign their name to it.

Designing a Work Plan

The steps below are suggested by the Planning Department to help Community Planning Committees develop a specific workplan. Of course, each CPC can elect to form a workplan in any manner they choose. However, it is hoped that, following the outlined procedures below, the efforts of each CPC will be increasingly efficient, while at the same time meeting the adopted goals of the countywide zoning process.

1. Gain Common Ground

Using one or a few of the Participatory Techniques found in this document, or another method that has worked well for your group in the past, develop a list of common interests, values, visions, and perspectives. From these techniques, develop understandings that might form a basis for decision making.

2. Basis for Decision Making

Groups and organizations use a variety of methods for making decisions. The appropriateness of any of the below methods depends on the context in which the decision is made. Four common methods for making decisions are:

- a. Democratic → Decisions are made by vote. Every person should get a vote in order to decide. Majority vote (over 50%) is considered a deciding vote. Super-majority (75%) may also be used.
- b. Consensus

 Consensus decision making occurs when all group members are committed to support the decision. Consensus does not mean that everyone agrees the best decision has been reached, but it does mean that everyone can support the decision and does not feel that they are compromising their basic values or interests in doing so.
- c. Autocratic \rightarrow The decision is made by one individual or a small group of individuals. This one individual is often the person "in charge".
- d. Unanimity → This form of decision making means that everyone in the group agrees that the best decision has been made and fully supports it.

It is likely that group membership will not be consistent from meeting to meeting. As group memberships change, so do group dynamics. As was demonstrated during earlier planning processes in Ravalli County, each group dynamic is liable to want different things, make different choices. It is **highly recommended** that each CPC keep a record of each decision reached. The group will be able to continue moving forward by reviewing previously made decisions if conflict arise.

3. Power Sharing

Though any person within your Planning Area is eligible to participate on the CPC, it is a good idea to establish a semi-formal "hierarchy" of individuals who can be counted on to perform certain tasks. If more people volunteer to perform these tasks than there are positions available, the Planning Department would **highly recommend** that the positions rotate.

Select five to seven people who will be responsible for taking notes, setting up meetings, corresponding with the Planning Department, writing ads for school newsletters, etc...This "core" group should represent as many interests and positions as possible.

4. Informing and Building Understanding

Developing broad-based consensus does not happen in a vacuum. CPC's must endeavor to reach out to the broader community to gather input and solicit support. The CPC must disseminate information to the widest cross-section of people within the Planning Area. To that end, spend a meeting – or a substantial portion of one meeting – devoted to identifying methods of outreach – then implement them. This should be done at one of the first meetings. Some methods include:

- Flyers at local establishments
- Posting notice in the school newsletter
- Coffee klatches
- Informal networking
- Phone trees

The CPC should keep a copy of each outreach method and provide it to the Planning Department so that it might be used in the future and to document public outreach activities.

5. Clarify Goals and Objectives of the Work to be Done

Clarify the general nature of the issue bringing the participants together. The idea at this point is not to explore all the concerns and interests of participants – that will come later.

- Define and agree upon the scope of issues that will be addressed. For example, within the greater context of developing a zoning map for your Planning Area, identify and break down the steps necessary to reach the end. Is there data you may need that was not initially provided?
- Keep in mind that the ultimate goal of this process is to produce a zoning map for your planning area that has the greatest buy-in from the greatest number of people in the area.

6. Develop a Community Planning Committee Mission Statement

Mission statements are a method of reigning in the core values and perspectives of groups in a concise and specific declaration. Planning processes can be a lengthy and often contentious endeavor. A mission that springs from an inclusive community conversation and the relationships forged during that process can sometimes be the glue that holds diverse members of a community together. If meetings seem to falter, the

group can return to the agreed upon statement for direction and focus. It is therefore recommended that each CPC adopt a mission statement for the duration of the zoning process. As with the ground rules, it is recommended that participants sign their name to the mission statement to affirm their support.

Example: The mission of the ------ Community Planning Committee is to develop a zoning map for the ------ Planning Area. To this end, we endeavor to include and notify all affected citizens, provide an open and positive forum for those citizen's interests and values to be heard, dedicate ourselves to completing this task within the allotted time, and commit to working with adjacent Community Planning Committees.

7. What goes in the Workplan

This will be a guidance document and will necessitate amendment as the overall Countywide zoning workplan is adjusted or as particular issues are raised in your planning area.

- a. Using the Countywide zoning workplan and timeline as a template, consider what types of activities, discussion topics, and work sessions you expect will be needed to address the goals outlined therein.
- b. Outline the anticipated time it will take to progress through each of the activities, discussion topics, and work sessions. Create a Gantt chart or some other timeline with each of the activities listed to help keep you on track.
- c. Periodic updates. When the "outreach" position on your CPC has been filled, build in latitude for this person to periodically update members of the surrounding community who aren't showing up for regular CPC meetings.

Suggested items and order of your workplan:

- a. Develop a public outreach plan for your Planning Area
- b. Review Planning Areas
- c. Review Public Involvement Plan
- d. Review Community Planning Committee section of the Public Involvement Plan (PIP) (Pages 14-21)
 - Evaluate subsections and make suggestions regarding this section of the PIP that could be forwarded to the Planning Department (this may take more than one meeting to give everyone time to review and provide comment)
 - ii. Review in detail Section 2.2.8 Community Planning Committee Roles
 During Phase 1 Project Discuss how this section relates to the Florence
 Planning Area



Record of Decision

Group dynamics will assuredly change from one CPC meeting to the next. County personnel, and each CPC, are working under a tight deadline to seriously consider zoning regulations for Ravalli County within the time allotted by the interim zoning regulation. Coupled, these two points indicate a great need to increase the efficiency and effectiveness of group decision making abilities.

To facilitate the transition from one CPC meeting to the next, it is **highly recommended** that each CPC keep a record documenting each decision made (be it large or small) at each meeting. In this way, CPC's will have the ability to reference previous decisions to help inform current deliberations, catch the rotating CPC membership up to date, and focus on current issues rather than reiterating past discussions.

Given the understanding that each decision reached by the group (regardless of the membership present at any given meeting) will be binding upon the group, it may also provide a deeper incentive for each party to attend meetings, thus ensuring their perspective is heard on any particular decision.

The Following format is recommended:

INVOLVEMENT OPPORTUNITIES						
DATE	MEETING/EVENT – Record of Decision					
	Evaluated PIP – made recommended amendments					
lung V 2007	Discussed workplan items Determined: ground rules					
June X, 2007	 Determined: ground rules Evaluated CPC reference manual 					
	Determined: mission statement					
	Decided: Helen will fill the "outreach" position on our core					
June X, 2007	Decided: George will fill the "note taking" position on CPC core					

Steps to Resolving Conflicts

Planning and Zoning in Ravalli County is a hot topic that often leads to heated discussion and disagreements. These disagreements often manifest into conflict between one or many other people or factions. Responding to conflict in a timely and effective manner is key in preventing that conflict from disturbing the course of the group. The following process should be used to aid in the resolution of conflict:

Step 1: Acknowledge that a Conflict Exists

Groups are most effective when members share a commitment to individually recognize conflict situations. There is usually a sense of relief once the conflict is recognized and acknowledged. When you recognize conflict in your group, and especially when that conflict is stanching forward progress, take a quick break. In the interim, write a statement or series of statements that aim at the core of the conflict.

Step 2: Gain Common Ground

Put the conflict in perspective by returning to the overall scope, purpose, and goals of the group. Assessing the seriousness of each conflict can be attained by determining the extent to which the issue is getting in the way of the groups goals. If all members are committed to the goals and scope of the process, they should be willing to address issues that threaten the attainment of the goals.

Step 3: Seek to Understand All Perspectives

Gaining understanding does not mean gaining agreement. The value associated with seeking to understand all perceptions is to gain all appropriate information, not to win an argument.

Step 4: Focus on the Issue, not Each Other

Focusing on the issues requires that each person party to the conflict consider each other party to be a valuable partner in reaching a solution. Anger and hostility *must* be channeled into more productive activities such as problem-solving.

Step 5: Develop an Action Plan

The final step in the process is to describe what each individual party to the conflict will do to solve the problem. An action plan should be written so that each member can take responsibility for their part in resolving it.

Step 6: Reach Agreement

Each party may agree to disagree. Ultimately, however, each party should agree to behave respectfully and in accordance with the established ground rules.

Designing Meetings

The following guidelines are helpful in designing an agenda for meetings:

- 1. **Rule of the Agenda.** First, have an agenda. Agendas are seen as a contract between the meeting facilitator and the meetings participants. If at all possible, send the agenda out ahead of time expect people to read it and come prepared.
- 2. **Rule of the Clock.** Start on time and end on time so that late comers are not rewarded. Keep the meeting to 1 ½ to 2 ½ hours. More than that people will physically or otherwise leave. Less than that, there may not be enough time to develop the team, something that usually needs to be redone at every meeting.
- 3. **Rule of Thirds.** Most groups perform best and do their most effective work about 2/3 of the way through the meeting. Plan the most difficult decisions and discussions at that point.
- 4. **Order the Agenda.** To increase efficiency, order the agenda as follows. If your CPC has developed a mission statement (we recommend you do) print it in a visible spot on the agenda.
 - a. Introductions
 - b. Go over ground rules
 - c. Summarize work done to date
 - d. Make announcements and receive reports
 - e. Make short, easy decisions
 - f. Make more difficult decisions
 - g. Make most difficult decisions
 - h. Hold open discussion on future issues

Remember that good decision making requires:

- Background information
- Options and recommendations
- Preparation before the meeting
- Full participation
- Full attendance

Chairing Meetings

The role of the chairperson is critical for effective meetings. The chairperson should be a:

- Leader who is willing to give up personal interests, and willing to work with the whole group.
- Facilitator who is able to encourage people to participate, help people to listen to each other, and to reflect back the common threads of the discussion
- Spokesperson who is willing to speak publicly on behalf of the group
- Administrator Who ensures that all of the technical issues are handled well (agendas, minutes, progress reports, event summaries

Participatory Techniques

The following methods are inspired by "The Planning for Results Guidebook" published by the Sonoran Institute and the National Association of Counties, 2003.

Dot Vo	oting. Use this technique when you want to learn what issues are on peoples minds,
when y	you want to prioritize issues or ideas, or when you want to evaluate alternatives.
	Write a focus question. Perhaps you ask: "What three issues are most important to
	address with zoning?" or "Which alternative designation for this proposed district do you
	prefer?" Give people five to 10 minutes in which to submit their thoughtful response.
	Compile the responses and write them in large letters on panels around the room.
	Display the focus question above or beside each panel.
	Give people one or more colored self-adhesive dots. Allow them to walk around the
	room and place their dot(s) on the panel of their choice. People can place all their dots
	on one panel, or spread them amongst the panels.
	Include results in the Public Event Summary.
	Other applications: you can have folks place dots on maps indicating their favorite place
	or view.
D . 4	
	Gallery. Though this technique requires considerable preparation, it is a powerful
	ng method. Write a positive feets guestian. For instance, "Illustrate the Heart and Soul of Revalli
Ш	Write a positive focus question. For instance: "Illustrate the Heart and Soul of Ravalli
	County". Direct people to rummage through old photos – with an eye for places within the County
	they enjoy. These can include view sheds, streams, structures, etc.
	Have people bring the photos to the next scheduled meeting.
	Post the photos around the room. If at all possible, group similar photos together (i.e.
	group images of St. Mary's Peak together)
	Allow people ample time to walk around the room, view the images, and talk informally.
	Report and summarize outcomes in the Public Event Summary.
	report and canimalize catesines in the rabile Event canimaly.
Decad	les. This technique is useful for getting 'old-timers' and 'newcomers' to talk to each other.
	erates a collective community history that interests, entertains, and provides a starting
_	or a community conversation about changing times.
	Post these instructions in writing, and ensure that someone is available to help
	participants understand what to do.
	As people enter, direct them to a wall or panel that has sections for each of the past four
	or five decades.
	Have pens and large post-it notes available at nearby tables.
	Direct people to write a significant event on the post-its and place it in the appropriate
	decade.
	Have a facilitator help people pick out the high points and trends.
	Include the collective history participants have created in the Public Event Summary.
Magai	uses of Success. Ask noonle how they would define aveces in their community 10 years.
	ures of Success. Ask people how they would define success in their community 10 years
	the road. What will have happened to make them feel that their community had been
	ssful? Use this activity to begin a meeting where you will discuss specific policies, goals, rategies.
anu su	Give people three or four large post-it notes. Have pens/pencils available.
	Or people tilled of four large post-it flotes. Have peris/periolis available.

	Ask each participant to write one specific 'measure of success' on each post-it. An example might be "Preserve water quality in Sheafman Creek".
	Give them 10 – 15 minutes to list their measures of success.
	Ask each person to stand, read each of their answers and post them on a panel. Have the facilitator help people cluster the responses into a handful of categories.
	Include the results in the Public Event Summary.
Ш	include the results in the Fublic Event Summary.
	ral Group Process . This process is designed to give everyone an effective voice in the unity conversation. Recommended.
	Write a focus question or questions. Successful examples are: "List three things that
	should not change in our community" and "List three things that should change". More specific questions can be tailored for the particular meeting topics.
	Divide participants into groups of four to nine people. Try to ensure that all interest
_	groups are represented in each small group. Later, people can be divided by geography or topic (people with shared interests.
	Direct people to work silently and independently to answer the focus question. Have
	large post-its and pens/pencils available. If at all possible, each group should also have access to a big pad or whiteboard. Give them 10 minutes.
	When people have finished, they choose someone to act as a recorder and share their
	answers with the group. Emphasize respectful listening. The only editing allowed is for
	consolidation: someone may say that their answer is the same as a response already
	recorded. There are no questions or discussion until all answers are recorded.
	Once all responses have been recorded, discussion begins. Have the facilitator
	emphasize basic ground rules (listen respectfully, seek to understand, disagree
	respectfully, and work to find areas of agreement). The course of the discussion will
	depend on the focus question.
	As a final act, each group should nominate a reporter to share its areas of agreement with the larger group.
	Collect individual responses and included them in the Public Event Summary.
	Tight schedule? Print the focus questions on cards and have people fill them out before
	the meeting formally begins. Putting the work in up front allows small groups to move
	directly into the sharing and discussion phases.
	and and and another phases.
Chara	cter Mapping. Character mapping allows people the opportunity to identify specific
	ant features of their local landscape and built environment. This activity requires
	erable preparation. Recommended.
	Assemble participants into groups of four to nine.
	Equip each group with markers, aerial photographs, base maps, and tracing paper.
	Ask each group to map the important features of the community. These might include
	major transportation routes, neighborhoods, prominent landmarks, and development
	patterns and trends. Also include places where people shop, work, live, learn, play,
	socialize, and celebrate. Mapping these connections to daily life will help people
	understand the physical interconnection within their community. Give the groups at least
	45 minutes for mapping.
	Share and compare maps with the larger groups. This will probably take 20 – 30 minutes
_	per group. It is important to have a skilled facilitator who can draw common threads.
	Use the character maps as a basis for informing and directing planning and zoning
_	activities in your Planning Area. Save copies of the maps for later meetings.
	Include a summary of the process in the Public Event Summary.

☐ Hints: different colored markers distinguish features of the community. The photo gallery activity is a good way to start a character mapping process. It gets people thinking visually and provides a resource to use in mapping.

Newspaper. This is a fun exercise that lets people create a 'vision of the future'. Each group or individual creates the front page of a newspaper in the Valley five to 10 years in the future. Longer periods of time can be accommodated for as well.

- □ Ask the participants to envision what their community will look like in five to 10 years. What is the greatest achievable success possible within this timeframe?
- □ Make sure that the visions are reasonably realistic (i.e. "Preserve 400,000 acres of private open space" is probably not realistic within a five year time frame).
- □ Have each participant translate these goals into newspaper headlines. Depending on the size of the group, each participant can create 1 3 different headlines.
- □ Combine the groups headlines into a simulated newspaper front page and hang them around the room.
- □ Spend a few moments examining each of the newspapers and have a brief discussion about the headlines. Keep them for future reference.
- □ Provide a summary of the event in the Public Event Summary.

include more?

Request for Information

Date:
Community Planning Committee making request:
Contact name:
Contact information (phone, email, address):
Date information needed:
Information requested:

CPC Progress Report (Please attach additional pages as needed)

Date submitted:
Time period covered in report:
Events held: (Please attach 'Public Event Summary' pages for all events held)
Major Tasks achieved:
Challenges encountered or anticipated, and potential solutions:
Expected actions for the next reporting period:
General comments:

Public Event Summary

Date:	
Time: Star	timeFinish Time
Location: _	
Type of ev	ent:ent
	Appendix A
	methods: Appendix B
Public Con	nment Tracker: Appendix C
Event Obje	ective: (please summarize the purpose of this event)
Event Ageradditional p	nda: (please list the major discussion points planned for this event, with notes, using pages if necessary)
Topic 1:	
Notes:	
Topic 2: Notes: Topic 3: Notes:	
Topic 4: Notes:	
Topic 5: Notes:	
Topic 6: Notes:	· · · · · · · · · · · · · · · · · · ·

Appendix A: List of Attendees

Name	Address	Phone Number	Email	
		A)		
	4			
4				

This event was advertised and promoted u	sing the following methods.
Newspaper advertisement	
Newspaper press release	
ĭ Radio	
Television	
Poster/Flyer	
Newsletter	
ĭWebsite/Bog	
ĭ Email	
⊺Word of Mouth	
ĭ Print Mail	
Other:	

Appendix B: Promotion Methods

Please provide any comments or suggestions regarding promotional methods:

Appendix C: Example Public Comment Tracker

Public Comment Tracker

Date Comment Received	Citizen or group who submitted comment	Contact Information	Comment Status*	Comment summary	Response	Notes
3/27/07	Citizens for Growth in the Right Place	1234 Lane Road		Will development occur in higher densities closer to towns, or further from towns?	Typically, higher densities of development should occur near existing infrastructure	

^{*} Comment status referrers to whether or not a comment was incorporated into the project or plan